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ABSTRACT

Management needs in Southeast Asia are the focal points of a workshop held in Penang, March 1972, by the Regional Institute of Higher Education and Development. Following the opening statement concerning these needs, the discussions at the workshop and a background paper, "Developing Management Competence," are presented. (MJM)

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MANAGEMENT EDUCATION IN SOUTHEAST ASIA

Report of the Workshop

held in Penang

February 3-5, 1972

Edited

by

Yip Yat Hoong

REGIONAL INSTITUTE OF HIGHER EDUCATION AND DEVELOPMENT
COMPLIMENTARY

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Regional Institute of Higher Education and Development

Singapore

March 1972

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PROGRAMME OF WORKSHOP

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Thursday, February 3

9.00 a.m. - 12.00 noon — **Session I**

1. Introduction of participants
2. Opening statement: "Management Needs in Southeast Asia" - Dr. Yip Yat Hoong, Director, RIHED
3. Presentation by the participants: The purposes and elements of business administration education
4. Presentation by the participants: The purposes and elements of public administration education

2.00 p.m. - 5.00 p.m. — **Session II**

1. Responsiveness to the community: expectations and aspirations of the public and the private sector
2. Similarities and dissimilarities in public and business management education
3. Opportunities for increased cooperation among public and business management education institutions

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Friday, February 4

9.00 a.m. - 12.00 noon — Session III

1. Developing management for public enterprises
2. The role of the university in non-degree education and training programmes
3. University relations with government training and management association training institutes

2.00 p.m. - 5.00 p.m. — Session IV

1. University, government, and private sector cooperation on management research
2. Conditions for effective consultation services on management problems

Saturday, February 5

9.00 a.m. - 12.00 noon — Session V

1. Steps needed for more effective, coordinated efforts in management development, research and consultation
2. Recommendations to RIHED for the expanded Workshop on Management Education for National Development

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LIST OF PARTICIPANTS

Cambodia

H.E. Dr. Pan Soth , Minister of Education, Ministry of Education, Phnom Penh

Indonesia

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Laos

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RIHED

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MANAGEMENT NEEDS IN SOUTHEAST ASIA

Yip Yat Hoong

The Problem

In this modern age of rapid technological advancement, it is not unnatural for the development of behavioural sciences to lag behind that of science and technology, and this applies to the development of management capability; but in the context of Southeast Asia this gap is unusually wide. Dr. Blaise has correctly observed in his background paper for this workshop that the technological capability in fields ranging from family planning and education to agriculture and industry has developed faster than the management capability necessary to design and carry out action programmes, and consequently has created an "implementation gap" for many of the national development programmes in this region. In view of this problem, RIHED feels that there is now an urgent need to explore ways of developing management capability in the countries of Southeast Asia, and this could be achieved only through the concerted effort of the governments, the private sector and the universities.

A survey of the management situation in Southeast Asia today will reveal several significant trends. In the private sector, on the one hand, the demand for management personnel at all levels, from supervisors to senior executives, is increasing more rapidly than the supply of this key category of manpower with the necessary qualifications and experience. Consequently, large numbers of

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expatriate management personnel have to be employed. Worse still, from the standpoint of management efficiency, many local people have been promoted as a result of this short supply to positions with management responsibilities without having had the benefit of acquiring any systematic knowledge in those areas of social and physical technology that can aid and strengthen management activities. On the other hand, the governments are assuming an increasing role in national economic development. In several countries in the region there has recently been a sharp increase in the use of public corporations to supplement the production and service activities of both the private sector and government departments. PERNAS in Malaysia and INTRACO in Singapore are examples of this trend. These public corporations are presenting new management requirements and suggest the need for more training in modern business management for civil servants. For the question may be asked as to how relevant is the training and experience of a senior civil servant for a top executive position in a public corporation like PERNAS. These trends point to the increasing inter-dependence of private business enterprises with governments in the pursuit of their objectives. Also, in many countries in the region, notably Malaysia, there is now more emphasis on the social role and responsibility of private enterprises than has been in the past.

What can and should universities and other university-level management institutes of Southeast Asia do to assist in the development of management personnel for both the public and the private sector? A number of specific questions regarding the role of institutions of higher learning in the furtherance of management education for national economic development need to be raised here:

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1. Admittedly, professional education in both business administration and public administration is offered at one or more of the universities or specialized university-level institutions in most of the countries in Southeast Asia today. However, what steps have been taken by the respective institutions to ensure that their educational programmes are in line with the capabilities and job requirements called upon their graduates when they become business executive trainees or civil servants? In many countries in the region, rarely is there a continuing dialogue between the producers of management personnel, in this case the universities, and the consumers of this product, namely, the private sector and the government. This lack of coordination can seriously impair the quality of the university graduates in business administration and public administration.

2. As an extension to the first question, consideration needs to be given to what the building blocks of management education are. On the one hand, the management function is a general, integrative function dealing with such responsibilities as planning and budgeting, organizing, staffing, coordinating and evaluating. On the other hand, these management tasks are applied to functionally specific areas both within the organization (e.g. a production or finance department) and among organizations (e.g. a manufacturing enterprise or an agricultural extension service). How do these general and functionally specific requirements affect the design of university management education programmes?

3. In several countries, university faculties and departments are engaged in special educational and training programmes that do not lead to an academic degree. These programmes range from one-year diploma courses for practising managers and administrators to short seminars on some aspects of the management function.

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Sometimes these courses and seminars are run in conjunction with a professional management association. Are these management training activities outside the academic curriculum a proper part of the function of a university? What conditions must be fulfilled for universities to make an effective contribution through such extension programmes? How are decisions made as to whether management extension training is more appropriately provided by universities, by government or industry in-service training centres, or by professional management associations?

4. In Southeast Asia, as is true in most parts of the world, a rather sharp dichotomy exists between both the orientation and training of management for the private and public sectors. Admittedly, a number of areas of concern and modes of operation in a private business enterprise are different from those in a government department, while both again are different from a public enterprise. Yet, there are many common elements in the capability requirements and technology of management in both the private and the public sector. It seems desirable for the management education institutions to examine these common concerns and to explore ways by which the business and public administration institutes and university departments can complement and strengthen each other.

A Plan of Action

In view of the importance of management education for national economic development in Southeast Asia, RIHED is organizing a workshop to study and discuss the various problems outlined above. Participants at this workshop will be government executives, private sector executives, representatives of professional associations in both business management and public administration, and key university leaders in business and public administration education.

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It is felt that much could be gained (and hopefully closer cooperation achieved in the future) through an exchange of views among educators and managers of the private and public sectors in Southeast Asia. However, both at the universities and in the society at large the educational and the practising experts in the two sectors have thus far tended to go their own separate ways. Organizing a workshop right away in which both the educators and the practitioners participate would mean calling together a group of a size and complexity that results would be difficult to achieve.

What has been decided then is to adopt a two-stage approach - an initial working party which includes mainly university personnel representing both business and public administration but also some government and business executives, to be followed by a workshop which includes university personnel as well as senior executives and professional association representatives of both the private and the public sector. We are now just embarking on stage one of this plan of action. The findings of this working party will be subjected to a critical assessment by participants at the workshop (i.e. stage two of this plan of action) which will be a much larger gathering of experts.

During this and the next two days, we will be examining a number of areas of concern in management education in Southeast Asia and try to find solutions for some of the problems. We shall first be looking into the purposes and elements of business administration and public administration, both in our own countries and regionally, and then see what are the similarities and differences in the two disciplines and how business and public administration education institutions might cooperate in the development of management capability. Also to be examined would be the expectations and aspirations of the private and the public sector and their responsiveness

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to the community.

The morning of the second day would be devoted mainly to discussing the role of the universities and university-level institutions in the training of private and public management personnel and their relationships with governments and professional management associations in such training. Of special interest will be the following questions: What do the private sector and the governments look for in a management graduate? How relevant are the existing management programmes of study at the universities to national needs in the context of Southeast Asia today, and how might they be modified? Are they too general or too specialized as the case may be or are they too theoretical and not practical enough in their orientation? Should universities, as producers of management graduates, seek the views of the private sector and the governments, as consumers of their product, as to the type of graduates to produce and what is the best form of mechanism that could provide consultation on a continuing basis between the universities and the private sector and the governments? Also, in the context of training, what is the role of the universities and university-level institutions in non-degree education and training?

In the afternoon of the second day, discussion would be centred on management research and consultation and how these activities might be promoted in Southeast Asia. The following questions seem relevant: What types of research and consultation are needed by the private sector and governments and how might universities provide these services? How are research activities to be funded and what are the conditions for effective consultation services by universities on management problems? Last, but not least, how might the universities, the private sector and the governments cooperate in the promotion of management research and consultation?

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The third and last day of this meeting would be used to preparing a set of recommendations to RIHED for the extended workshop on "Management Education for National Development in Southeast Asia" which is being planned for the middle of this year.

We have at this meeting the finest group of management expertise that we can find in Southeast Asia, and I look forward to three days of stimulating discussion.

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REPORT OF DISCUSSIONS

Raul de Guzman

1. Dr. Yip Yat Hoong of RIHED, Dean Sriprinyia Ramakomud of the National Institute of Development Administration, Thailand, Dr. Awaloedin Djamin of the National Institute of Administration, Indonesia, and Mr. Lim Chow Swee of the Singapore Institute of Management served as Chairman for the first (morning, February 3), second (afternoon, February 3), third (morning, February 4), and fourth (afternoon, February 4) session, respectively. The final session (morning, February 5) was chaired by Dr. Yip Yat Hoong. Dr. Raul de Guzman served as rapporteur for the workshop.

2. Dr. Yip Yat Hoong delivered the opening statement on "Management Needs in Southeast Asia". He called the attention of the workshop participants to the unusually wide gap in the countries in Southeast Asia between the demand for management personnel at all levels, from supervisors to senior executives, and the supply of this key category of manpower with the necessary qualifications and experience. He expressed the urgent need to explore ways of developing management capability in the region which he said could be achieved only through the concerted effort of the governments, the private sector, and the universities.

3. Dr. Yip asked the workshop participants to examine the role of institutions of higher learning in the furtherance of management education for national economic development and the possible areas and the bases of collaboration among public and business management education institutions in this effort. He mentioned RIHED's plan

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of action in the future in studying the various issues and problems in the development of management capability in the region.

Purposes of Management Education

4. The main purpose of management education is to prepare and develop qualified personnel for the government in the case of public administration and for the private sector in the case of business administration education and training. The other purpose is to prepare and develop people for an academic carrer in the field of management education, i.e., the faculty and research staff in institutions of higher learning who would be teaching business and public administration courses and conducting research in management problems.

5. In regard to the first objective, it is necessary to consider the development goals and needs of the country and the expectations and aspirations of the public and the private sector. The commitment of the countries in Southeast Asia to development goals has brought about an increased demand for management personnel who are development-oriented, e.g., the entrepreneurial, creative, or innovative types, and who can be expected to perform leadership roles in the development effort.

6. The workshop participants recognized the need to "study the market" for the "end products" of management education. What are the expectations of the consumers - the government and the private sector? It was brought out that generally business establishments recruit young graduates for particular lower-level positions in the company which are functionally-oriented, e.g., accounting, finance, or marketing. In the case of some companies, the search is for young people who can think and communicate irrespective of their particular academic preparation. These companies view the graduates

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as "raw materials" who could be developed for managerial positions through a career-development programme.

7. The expectations in the government as far as graduates in public administration education programmes is concerned is for people who can manage development programmes and projects, i.e., who can get things done. The entry into the public service, however, like in business establishments, is through various functional or professional specializations, e.g., law, engineering, accounting, medicine, and others. In the case of graduates of public administration programmes, they have been generally recruited into staff positions, e.g., as personnel assistant, budget analyst, or administrative procedure specialist. It was noted that current educational programmes in public administration are aimed at producing staff men rather than the managerial types.

8. The workshop participants agreed that the primary concern in management education should be the development of management personnel even as institutions of higher learning try to respond to meet the immediate needs of both the public and the private sectors. In other words, as universities educate and train young people for functional specializations in public and business administration, they should not lose sight of the possibility that these same people would, in the future, be holding supervisory and managerial positions.

9. In this connection, the issue of liberal versus specialized education for the government and the private sector was raised. Do graduates of management education programmes have any better preparation for managerial positions than graduates in other fields? Do they perform any better? The participants agreed that, at the present, there is little systematic information available on this subject.

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10. The participants recognized the need for a research study that would compare performances and achievements of graduates of public and business administration educational programmes and graduates in other fields holding supervisory and managerial positions.

Elements of Management Education

11. The workshop participants considered the issue of whether there are common building blocks in public and business administration education. In the process, similarities and differences in the contents and approaches in the two programmes were pointed out.

12. There was agreement that the management process has served as a common focus for both public and business administration education. In the private sector, the management process consists of the following steps:

(i) scanning the environment;
(ii) spotting problems;
(iii) narrowing or pin-pointing the problem;
(iv) analysis of the problem;
(v) generation of alternative solutions;
(vi) decision-making on the "best" solution;
(vii) programming;
(viii) implementation in terms of organizing and providing direction; and
(ix) controlling in terms of measuring results and spotting trends.

13. The management process in government follows essentially the same steps. Educators in public administration, however, may be using different terminologies for each step in the process.

14. A fact that was brought out which may lead to different approaches in viewing these various components of the management

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process is the closer linkage between the management process and the political process in government. It was also pointed out that in government there is less concern in relating the results to the cost of the service.

15. Various approaches have been used in business and public administration education. One approach is interdisciplinary. Both public administration and business administration are applied social sciences and this approach emphasizes findings and principles in the basic social sciences of economics, political science, psychology, and sociology as a basis for management education.

16. Another approach is functional specializations, e.g., production, marketing, and finance in business education. In public administration programmes, the specialization is along staff functions in government, e.g., planning, personnel, and fiscal management. There is a current move in schools of public administration to develop new specializations in various programme areas such as agricultural administration, public health, and public works management.

17. The approaches in business administration education focussing on decision-making and systems analysis with the increasing use of quantitative methods and modern management techniques are now being considered in public administration programmes.

18. Generally, however, public administration education has been less management-oriented than business administration education. This is because of the fact that public administration as a field of study has emanated from the study of law, political science, and other behavioural sciences. Business administration, on the other hand, has been influenced more by economics and engineering.

Role of Universities in Training, Research and Consultation Programmes

19. The workshop participants discussed the role of univer-

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sities in training, research, and consultation programmes in business and governmental administration. It was mentioned that, as yet, there is no general acceptance of the responsibility for these functions by the institutions of higher learning in the region. Teaching or higher education remains the main concern of universities and colleges, although in some countries like the Philippines and Thailand, a number of institutions of higher learning have been actively engaged in training, research, and consultation programmes in the management field.

20. The participants noted the varying climate for, and the problems in promoting and conducting management research in the different countries. The problems include the lack of funding, the unavailability of competent researchers, and the difficulty in gathering data on management problems. Should these problems be overcome, universities should emphasize the applied type of research (i.e. policy and problem-oriented studies) that will help management decision-makers in the selection of alternative courses of action.

21. The involvement of universities in providing training programmes and consultancy services was also considered necessary by the workshop participants. It is in institutions of higher learning that you find a reservoir of trained and competent scholars whose expertise and services should be made directly available to government, business, and the society in general.

22. Non-degree, short-term training programmes enable universities to meet the highly specialized needs of government, public corporations, and business establishments. In this connection, universities need to establish close working relationships with professional management associations who also are conducting or sponsoring non-degree training programmes.

23. The consultancy function also enables institutions of

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higher learning to provide direct service to government and business in meeting management problems. The consultancy services may be aimed at improving policy, programme, organization or procedures. The involvement of the university faculty in this function has many beneficial by-products including the enhancement of staff competence for both teaching and research.

Follow-up Workshop on Management Education

24. The workshop participants considered the rationale and possible topics to be discussed in the expanded RIHED workshop on "Management Education for National Development in Southeast Asia". The participants agreed that the main rationale is that both public and business administration aim at developing management capability and that there are a number of common topics which could be fruitfully discussed in the workshop. Moreover, exchange of views on the experiences of academicians and practitioners in both fields may prove useful.

25. It was pointed out that government administrators may be able to apply in their operations techniques and skills developed by their counterparts in business establishments. It is generally recognized that business, being on a more rational and objective basis, is conducted more efficiently than government. This being the case, methods and techniques that tend to lead to rationality and efficiency in business operations could then be considered for application in the public sector.

26. Among educators in both fields, there could also be a mutually-rewarding discussion of experiences in public and business administration educational and training programmes, e.g., in the problem of instilling among students in both fields of a high sense of social responsibility.

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27. The expanded regional workshop could also serve the purpose of helping "sell" in the different countries in the region the need for collaborative effort among universities, governments, and the private sector in the development of management personnel and for a greater exchange of experiences between the public and the private sector. On the other hand, business managers may be able to acquire a greater sensitivity to social issues and an awareness of the many problems related to the exercise and uses of political power and governmental authority.

28. The participants agreed that the following topics be proposed for discussion in the expanded workshop:

a) Applications of business management skills and techniques in government,

b) Power and social responsibility: the ecology of government and business,

c) The desirable attributes of a manager/development administrator (particularly the strategic entrepreneurial type) in terms of knowledge, skills, and attitudes,

d) Curricula implications in management education of present and future management needs, and

e) Issues and problems in the provision of continuing education (non-degree training programmes) for developing management personnel.

29. The participants recommended to RIHED that for the expanded workshop paper writers and participants be drawn from the ranks of educators involved in management education and training, senior executives in government and business establishments, and representatives of professional management associations. It was recommended further that the panel approach be used in the discussion of the

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various topics, i.e., two or three persons be invited to prepare papers and speak on each of the five topics listed above. It was felt that this is necessary to get differing points of view on the various topics. It was suggested that the paper writers/panel speakers be asked to use more concrete experiences and cases in the development of the subject assigned to them.

30. Dr. Yip requested the participants' assistance in identifying possible participants for the expanded workshop from the respective countries. It was agreed that the participants in the current workshop would submit names of business and public administration educators, government and private sector executives, and management association representatives for RIHED's consideration.

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DEVELOPING MANAGEMENT COMPETENCE

Hans C. Blaise

> "Government has ceased to be merely the keeper of the peace, the arbiter of disputes, and the provider of common services. For better or worse, government has directly and indirectly become a principal innovator, a major determiner of social and economic priorities, the guide as well as the guardian of social values, the capitalist and entrepreneur or subsidizer and guarantor of most new enterprises of great scale"[1]

In the decade of the 70's management[2] competence could well prove to be one of the most critical of the scarce resources in developing countries. More progress has been made in the area

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1. Frederick C. Mosher, "The Public Service in the Temporary Society", Public Administration Review, Vol. XXXI (January/February 1971), p. 48-49.

2. Both in usage and in the literature the terms 'management' and 'administration' tend to be used interchangeably. There is, however, a difference in connotation. Management implies direction and the ability to influence and/or control the organization and its environment. Administration, derived from the Latin word ministrar (to serve), implies a more passive role. In this article an attempt has been made to use the term management consistently for references to strategic decision-making and administration for references to the technical and support functions in the operation of organizations.

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of development planning competence than is true for the ability to implement development projects. The technological and professional knowledge and skills in fields ranging from family planning and education to agriculture and industry have developed faster than the management competence necessary to design and carry out action programmes. Although the shortage of personnel with management skills is found in both the public and the private sector, it is in the public sector that this shortage is particularly acute. A recent meeting of economic planners of the ECAFE region was only one of the many occasions where reference was made to the "implementation gap", to the inadequacy of translating plan targets into effective means of carrying out development programmes and projects. At the meeting the lack of administrative capability was cited as a major obstacle to target achievement.[3]

It can hardly be suggested that the field of public administration has been a neglected area in the development efforts of most countries. Schools of public administration, government training institutes and centres have mushroomed in the developing countries over the past two decades. Hundreds of foreign experts have assisted developing country governments in their administrative reform efforts.[4]

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3. United Nations, Information Service, Bangkok; Press Release No. G/153/71, December 10, 1971.

4. Milton J. Esman and John D. Montgomery, in "Systems Approaches to Technical Cooperation: The Role of Development Administration", Public Administration Review, Vol. XXIX (September/October 1969), state on p. 514 that public administration projects in the AID programme "have represented only seven per cent of technical cooperation expenditures in recent years". They add, however, that "it is impossible to estimate the undesignated public administration component of projects listed in education, public works, health, and similar substantive fields". According to the Public Administration Newsletter, United Nations, New York, Department of Economic and Social Affairs, Public Administration Division, No. 41 (September 1971), p. 13, the UN's 1970 obligation for technical cooperation activities in public administration was $4,172,604.

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Yet, the results of the government reform and modernization efforts are on the whole disappointing, the actual contributions of most of the schools of public administration to the improvement of performance in the public sector has at best been marginal, and government agencies continue to have a severe shortage of management personnel capable of guiding development programmes and projects to their effective completion. The government services of most countries still have a long way to go to develop the capability required to perform the innovative and entrepreneurial role referred to in the above quote from Frederick Mosher.

It will be suggested here that there is a need to reexamine the concerns of public administration as a professional field. To make a more viable and significant contribution to the development efforts, more attention must be devoted in public administration research, training and consultation to the actual management problems, processes and techniques of substantive government programmes. "In plain language, the focus of action in development administration must be upon actual development programmes"[5]. I do not want to go into the somewhat sterile argument about the difference between public administration and development administration here. I do want to suggest, however, that scholars and practitioners of public administration need to focus much more on the management of concrete programmes in agriculture, education, family planning and other critical development areas than has been the case in the past. Although the ideas expressed here are primarily based on my observations in Southeast Asia, many of the points made will apply to other parts of the world as well.

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5. United Nations, Public Administration Newsletter, No. 36 (January 1971), p. 9.

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Administration as an end-in-itself

On the surface, the statement that administration is a means to an end sounds like stating the obvious. One's immediate reaction to this statement would almost certainly be that 'obviously' administration is a set of functions, processes, and techniques for the accomplishment of the objectives and targets of an organization. Yet, if we look at the reality of the concerns, the research and writings, the teaching and professional activities of those who are considered professionals in the field of public administration, then we frequently find that their focus is on administration *per se*, without any direct relationship to substantive action programmes. When we examine the curricula of public administration schools and training institutes we find that the teaching is almost entirely devoted to administrative functions (e.g. personnel management, financial administration), to administrative procedures and techniques (office management, O & M) and to an understanding of the administrative culture (the bureaucracy, organization behaviour, the political system, etc.). More recently, the analysis of the policy making process has become an additional popular area. By far the majority of the education and training programmes devote little attention to the integration and application of the administrative functions and techniques to the management of actual substantive operating programmes. To a certain extent, therefore, it can be said that the emphasis in education and training is on the means, and that the means - ends relationship that is only evident in the examination of the application of the administrative functions and techniques to concrete action systems receives little attention. One might say that public administration research and teaching suffers from 'horizontalism', from an excess of concern with the

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internal elements of administrative structure, processes, and techniques and a lack of emphasis on the 'vertical' dimension of the management and operation of social and economic programme areas.

Not only at public administration education centres but also in professional practice public administration specialists have concerned themselves more with administrative forms and practices than with the application of knowledge about administration to government action programmes. A clear example of this can be found in the foreign technical assistance programmes of the UN, of AID, and of foundations. Ten years ago, Weidner pointed out in an article that "very little interest has been shown in functional ministries by the administration experts attached to foreign assistance projects"[6]. Eight years later, Esman and Montgomery stated that "the public administration groups in AID have had only minor influence on the important administrative component of ... substantive projects /in education, public works, health and similar fields/"[7]. The emphasis of the public administration specialists has been on broad administrative reform and on the introduction of new technologies like personnel classification systems, PPBS, and the like. Seldom have they been focused on the analysis, design and guidance of the administrative structures, processes and techniques that would further the implementation of development programmes in a given programme area.

A well-known phenomenon in bureaucratic organisations is "goal displacement", which occurs when "adherence to the rules,

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6. Edward W. Weidner, "Development Administration: A New Focus for Research", in Ferrel Heady and Sybil L. Stokes (eds.), Papers in Comparative Public Administration, (Ann Arbor, Michigan: Institute of Public Administration, The University of Michigan, 1962), p. 102.

7. Milton J. Esman and John D. Montgomery, op. cit., p. 514.

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originally conceived as a means, becomes transformed into an end-in-itself"[8]. The public administration literature is full of examples of this tendency among cautious government officials who, by dogmatic compliance with the established norms and rules, protect themselves and their position, even while in the process they block attempts at innovation and may severely hamper the pursuit of the targets and objectives of their organization[9]. It would appear, however, that the very scholars and professional experts in public administration who have analyzed and bemoaned the "goal displacement" tendencies in the public bureaucracy have themselves contributed and continue to contribute to this evil.

The displacement of goals does not only take place when the bureaucratic norms and rules, the proscriptions in the General Orders, become more important than the values and purposes for which an organization was created. It can equally result from a narrow focus on functions and techniques in administration, divorced from the reality context of specific organizations and programmes. Weidner has said that "public administration has glorified the means and forgotten the ends. Good administration and good human relations have become ends in themselves, quite apart from the achievement of other values that they may or may not facilitate"[10]. In other words, "goal displacement" is not only expressed in the rigid adherence to

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8. Robert K. Merton et al. (eds.), Reader in Bureaucracy, (New York: Free Press, 1952), p. 365.

9. See e.g., B.B. Schaffer, "The Deadlock in Development Administration", in Colin Leys (ed.), Politics and Change in Developing Countries (London: Cambridge University Press, 1969), p. 419; and Anders Richter, "The Existentialist Executive", Public Administration Review, Vol. XXX (July/August 1970), p. 419.

10. Edward W. Weidner, op. cit., p. 103.

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rules by the officials of organizations, it can also be found in the functional and technological focus of the public administration experts.

A factor that has contributed to the concern of public administrators with the internal functions and processes is the perception of the role of the public servant. The idea that the public servant's primary if not exclusive concern is with the implementation of programmes, with faithfully carrying out the policy decisions of their political masters frequently still prevails. In the 1967 edition of their famous textbook, Pfiffner and Presthus still define public administration as "the coordination of individual and group efforts to carry out public policy. It is mainly occupied with the routine work of government" (emphasis added)[11]. The same idea I have often heard expressed in university lecture halls and at conferences in developing countries.

The practicing higher civil servants are fully aware of the influence they can and do exert on both policy and programme decisions of government. Decisions on basic objectives and the final decision on policy and programme matters may not be theirs. Political leaders could not function, however, without the strategic planning by career civil servants of economic and social programmes that will further basic objectives, without their creative and systematic analysis of action alternatives, and without their calculation of probable consequences of action alternatives.

The clear separation of policy and administration is a myth and the concept of public administration as being primarily concerned with the routine work of government a dysfunctional orientation.

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11. John M. Pfiffner and Robert Presthus, Public Administration (New York: The Ronald Press Company, 1967, 5th ed.), p. 7.

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It is both more realistic and more positive to recognize that the public administrator has an entrepreneurial and managerial role in government, albeit that he is bounded by the policy determination and decision-making powers that are vested in his political superiors. The creative, entrepreneurial and decision-making role of the public administrator as a manager warrants more attention than it has had in the past. This is particularly important with regard to the planning and management of economic and social development programmes.

The Contribution of Management Specialists

As stated earlier, public administration experts have not shown much interest in the management and administration problems involved in the operation of substantive development programmes. Very little research has been conducted on the administrative aspects of programmes in fields like agriculture, health, education, etc.[12]. Given the lack of attention paid to programme administration and the lack of demonstrated capability of public administrators in solving the concrete management problems faced by officials responsible for carrying out action programmes in these substantive fields, it is not surprising that "those of us who have a vested interest in public administration technical assistance have not been able to convince those who exercise "real bureaucratic" power that we have a valid body of knowledge which is useful in the development process"[13]. In theory, it is certainly true that "a highly skilled specialist

12. Edward W. Weidner, op. cit., p. 102.

13. Garth N. Jones, "Failure of Technical Assistance in Public Administration Abroad", Journal of Comparative Administration, Vol. 2 (May 1970), p. 5.

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in some profession is not ipso facto a good administrator"[14]. It is, however, up to the public administration specialist to demonstrate that he is capable of making a unique and relevant contribution to the functioning of an organization in a given field. He must be able to show in practice that his contribution will help the man who is responsible for getting results in his programme area, and who may not himself have any specialized knowledge about administration.

By far the majority of organizations, departments and agencies are headed by people whose professional preparation has been in a field other than administration. They may be lawyers or doctors, engineers, educators or history majors. It would be unrealistic to aspire to having all management and administrative positions become the exclusive domain of those who are professionally trained for such positions. Apart from, or even more than, functioning in an management capacity as such, the management specialist can render staff assistance and consultative services to the managers and administrators who are responsible for organizations, departments and programmes but whose formal training in administration and management is limited.

Clearly, the management professional must have a demonstrable substantive competence, a unique body of knowledge that the de facto manager is convinced will help him to solve the problems he faces. If the head of an agricultural extension service, of a family planning organization, or of an economic planning department fails to call upon the services of a public administration specialist, then this is not necessarily because these executives are too proud

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14. George F. Gant, "A Note on Applications of Development Administration", Public Policy, Vol. XV (Cambridge, Mass.: Harvard University Press, 1966), p. 205.

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or that they fail to recognize the needs of their organization. Even executives who have called on the advice of lawyers, economists, and statisticians may not call on management and administration specialists to assist them in the analysis of their management problems. And, if they call on such an expert, it is more likely to seek advice on a limited technical problem like record keeping or personnel practices. Could it be that the public administration profession has thus far failed to show that it has the capability to contribute to concrete problems of programme management?

Programme Management

Both expertise and recognition can be gained if the public administration fraternity would systematically focus its attention on programme management. By programme management I mean the planning, design and operation of action systems for the pursuit of specified objectives. It involves the making of allocative decisions or choice among alternative structures and processes of action. This, in turn, requires the systematic collection and analysis of pertinent data for decision-making. In programme management, the administrator continues to be concerned with functional areas like personnel management and financial administration, but he will analyze and apply his knowledge about administrative functions, as well as his knowledge about administrative techniques, about organization behaviour, etc. to the problem at hand of achieving results in family planning organizations, in public works programmes, in crop diversification programmes and the like. "The problem in development administration" as Weidner states, "is to get results, not how to conform to a predetermined set of criteria of rationality"[15].

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15. Edward W. Weidner, op. cit., p. 105.

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Public administrators may have been overly concerned with "across-the-board changes", with drastic changes in personnel practices of the entire civil service, with the reorganization of whole ministries if not the entire government[16]. Their contribution to economic and social development may be more effective if they concentrate their efforts on "a few large or otherwise important projects or programmes and concentrate on improving administration to the extent required to facilitate the preparation, execution and operation of these projects and programmes"[17].

Any development programme or project requires the coordination of many resources. Physical resources must be available at the proper time and place. Alternative allocations among programme elements must be considered to determine the optimum combination to achieve the desired results. The activities of many specialists and professionals need to be coordinated. An effective communication system must be set up both to guide action and to provide the data necessary for planning, monitoring and evaluation. All of this must take place not in an abstract world of administrative rationality, but in the real world of specific programmes with specified goals and objectives as the desired end-state.

The question may legitimately be asked whether the engineer is not better prepared to decide on the management and resource allocation decisions of a highway construction programme than someone whose professional preparation is in administration. Or, it may be asked whether a physician is not better qualified to make decisions regarding a family planning programme than is a management specialist.

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16. Albert Waterston, Development Planning: Lessons of Experience, (Baltimore, Md.: The Johns Hopkins Press, 1965), p. 285.

17. Id.

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The answer to this can be given in three parts:

1. There is an increasingly extensive, complex and precise body of knowledge about the elements, methods and techniques of analysis and decision-making relevant to the structuring of an action system designed to pursue social and economic objectives. The management professional has acquired this specialized knowledge and is able to make a unique complementary contribution to the technical and professional considerations that guide the choices and decisions made by engineers, physicians and other professionals in their work.

2. The programmatic considerations going into the planning and execution within any given substantive area are not limited to the professional elements for which the engineer, the agronomist, the physician or educator have been trained. Any action programme requires the coordination and reconciliation of professional inputs provided by people with a variety of professional skills and backgrounds. Thus, the family planning organization manager has to integrate and reconcile the contributions to the programme made by communications and promotion specialists with those of physicians operating clinics. The highway programme manager must relate the legal and financial aspects of land acquisition to the construction requirements. The professional manager, if he is well prepared, is qualified to guide the analysis of these multiple professional contributions, to determine the manner in which the various inputs and activities can be coordinated over time to optimize resource allocation and target achievement.

3. Frequently, development projects are not an end-in-themselves, they are a means to an end. To the highway engineer, the target or end-product of a road construction project is likely to be the physical construction of the road. To the development planner, however, the construction of that road is an improvement in

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the means of communication providing access to the market for farm products, stimulating the geographic distribution of industrial production, or whatever the ultimate objective may be. Programme management in terms of development administration, contrary to the more intermediate concerns of the highway engineer, involves analysis and action design of any project in the context of the larger system and the ultimate rather than the intermediate objective. Thereby, the development administrator engaged in programme management will provide not only the internal management and coordination guidance for the execution of programmes and projects, but also link these programmes and projects to related programmes and activities, to a system of interdependent projects that in their complementarity lead to the desired results.

The "Unitary Upright" Administrator

The above are three significant areas in which public administration, through a focus on programme management, can make a more significant contribution than it has made to the development process in the past. What is called for in development administration is what Bertram Gross has called "integrating generalists"[18]. Gross referred to that breed of administrators as people who "are looked to for skills not only in communication and compromise, but in the integration of divergent interests. They are expected to understand the organization's broad environment as well as, or even more than, its internal workings. They are expected to know enough about the relevant techniques to enable them to understand, evaluate,

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18. Bertram R. Gross, "The Administration of Economic Development Planning: Principles and Fallacies", Studies in Comparative International Development, Vol. III, 5, 1967-68 (St. Louis, Mo.: Social Science Institute, Washington University), p. 92.

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and coordinate the activities of many specialists and professionals"[19]. The term "integrating generalist", which Gross uses to distinguish the new administrator from the traditional "gentleman generalist"[20], is somewhat misleading. Gross is certainly not using the term "generalist" in the sense of an erudite person with a broad, general liberal arts education. An example of what he means by "generalist" is given in a recent UN publication, prepared by him and a number of his colleagues. In that publication it is stated that "the development administrator requires a thorough working knowledge of his own society in all its principal dimensions" and continues to list no less than sixteen of those "dimensions", ranging from agriculture and business to labour, natural resources, religion, science and technology[21].

It is unquestionably true that the complexity of the development process as such, the scientific and technological advances made in health, agriculture, engineering, etc., as well as the technological advances in the field of management itself are rapidly changing the character and the knowledge requirements of managers. The professional manager of the 70's needs to develop the skill to discern the administrative elements and requirements in substantive programme areas with the professional and technological content of which he is at best vaguely familiar. He must have the ability to design the most appropriate interaction among dissimilar professional fields, each with their own requirements, preferences and priorities. He must be master of the analytical methods and tools that will make

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19. Id.

20. Id.

21. United Nations, Appraising Administrative Capability for Development, (New York: United Nations, ST/TAO/M/46, 1969), p. 49.

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it possible to construct an effective action system. He must be able to analyse, guide and design the interdependencies of his own project or programme with those operating in the environment. Using the term in a somewhat different manner from the way it is used today, one might say that the manager of development programmes needs to be a systems analyst and systems manager.

Professional Education

At this time, particularly in the developing countries, there is neither the systematic knowledge available, nor are there the training programmes needed for the kind of management specialists referred to. There is an urgent need for scholars and researchers in administration to analyse the management and administration dimensions of substantive action programmes. Although management specialists correctly hold that the functions and processes of administrative analysis, decision-making and design do not vary fundamentally from one area of activity to another, there are yet technological and action requirement differences between for instance an agricultural extension service and a public works department. Only a series of analyses of action programmes in the respective specialised fields will provide the management specialists with the insights and the substantive knowledge required to render effective services to the different professional areas.

With regard to education and training, considerably more emphasis will need to be placed on the development of the ability to apply the functions, methods and technology of administration to substantive programme areas than is presently the case. For one this means the teaching of programme and project management, both with regard to training in programme management for development fields of particular importance, and as a general approach to the analysis and

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design of administrative action required in the planning and execution of development programmes. This teaching needs to be related to actual cases and situations. It must be a practical approach, exposing the students to both case analyses and exercises in the application of analytical methods, in decision-making, in organisation design, in the design of management information and reporting systems, etc. Programme management should be taught as the integrating entity in which the various elements, functions and techniques of administration are brought together in an action system.

The management education and training to be provided is necessarily of different kinds and at different levels. It is not enough to think only in terms of the university-level programmes that offer courses leading to a degree in public administration. In reality, the schools, institutes and departments of public administration in all countries supply only a small percentage of the management personnel in the public sector. The development of management competence needs to be carried out through three kinds of programmes:

(a) Within university-level programmes in public administration,

(b) In connection with in-service government training programmes for management personnel, and

(c) As part of the education and training programmes for professionals in fields like public health, education, public works, agricultural services and other government programme areas in which substantive programme specialists tend to assume management responsibilities.

It is up to the faculty members at the schools and institutes of public administration to develop and demonstrate their competence in programme management. Thereby, the schools of public

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administration and their staff members will be in a better position to prepare the managers and management specialists of the future. As schools and through their graduates they will also serve as a resource for management training personnel for in-service training programmes and for developing the management competence of substantive programme specialists.

Management Technology

As a corollary to the emphasis on programme management, in fact, as, an indispensible part thereof, public administrators need to develop their competence in handling the analytical and decision-making techniques available to modern management. Even those who favour the introduction of sophisticated management technologies have argued that its introduction into the developing countries must be done with great care because "implicit in these technologies are attitudes toward the value of time, the integrity of objective data, the quality of interpersonal and intergroup relationships ..."[22]. There is a great deal of truth in this statement by Esman and Montgomery. The same, however, applies to many of the modernisations that have been introduced into the developing world, from the modern factory to the birth control pill. In actual fact,

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22. Milton J. Esman and John D. Montgomery, op. cit., p. 518. We want to note, however, that Esman and Montgomery basically appear to agree with the need for emphasis on programme management and management technology. They recommend a strengthening of American assistance in public administration by "(1) deemphasizing projects which aim solely at transferring auxiliary administrative techniques; (2) linking administration and applying modern management concepts and methods directly to the planning, organizing, and management of substantive action programmes; and (3) drawing more liberally on the expanding body of knowledge and research now available in development administration" (p. 514).

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there has also been a noticeable reluctance on the part of schools of public administration in the US to introduce modern management technology into their education programmes. The schools of business administration are the centres where modern management techniques have been developed and where they have become an important ingredient in the education programme.

My personal observation of management education and practices in Asia indicates that management technology is increasingly applied to business management, but is still rare in public administration. In each of the six Asian developing countries with which I am most familiar one or more of the schools of business administration teach systems analysis and related subject matter in analysis and decision-making. In not one of those countries do the schools of public administration count a specialist in modern management technology among their faculty members. In a way this is not surprising. The major schools of public administration in all those six countries were established with the technical assistance of similar schools in the US. As far as I have been able to ascertain, only one of six US technical assistance projects at schools of public administration with which I am familiar in Asia had one technical assistance team member for a two-year period with specialized knowledge in management science. Moreover, most of the programmes of the schools of public administration that were responsible for rendering the technical assistance did not themselves have any courses in management technology at the time the assistance was rendered.

Analytical techniques, including quantitative analysis, are an indispensible tool of programme management. This does not mean just offering a course in statistics or mathematics. The quantitative methods and techniques are only tools. They must be taught in such a way and to the extent that they are necessary and useful

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to the manager. A mere course or two in statistics, without the simultaneous use of this analytical tool in other courses does not serve much purpose. Similarly, systems analysis and computer utilization are only tools and techniques. They are only useful and significant as they are applied to real-life situations. A danger arises when sophisticated technology becomes an end-in-itself. And here we are back to what was said earlier in this paper about administrative form, functions and techniques being ends-in-themselves. "Goal displacement" can just as readily be found in the gadgetry of modern management technology as it can be found in rules and regulations. This, however, does not negate the usefulness of either administrative rules and regulations or management technology.

Conclusion

The extent to which the development aspirations of nations are reached and plan targets are accomplished depends largely on the management capability and entreneurship found in government departments and semi-government organizations. "For better or worse" - as Mosher puts it - government is the principal innovator, major determiner of priorities, capitalist and entrepreneur in the development process. Yet, as Hahn-Been Lee and Abelardo Samonte state in the introduction to Administrative Reforms in Asia, "in this era of change, the discipline and practice of public administration in Asia has not been marked by imagination and adaptibility" ... "it suffered from a narrow image of being only an instrument for the maintenance of the existing system of law and order" ... and "public administration has been too often divorced from the change in the larger society within which it operates"[23]. Unquestionably, this same

23. Hahn-Been Lee and Abelardo G. Samonte (eds.), Administrative Reforms in Asia, (Manila, the Philippines: Eastern Regional Organization of Public Administration (EROPA), 1970), p. 1.

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statement could be made for other parts of the world as well.

There is no simple prescription that would lead to a more dynamic, entrepreneurial, responsive and responsible government bureaucracy. Attitudes, habits, and patterns formed over generations, and frequently being remnants of a colonial era and a society in which government had a much more delimited role, are not changed easily. In the preceding pages only one possible and partial approach to the improvement of management within government has been suggested, namely a focus on and development of competence in programme management. I have suggested that the emphasis on programme management may hold more promise for administrative improvements in general and for the planning and execution of development programmes in particular than continuing attempts at fundamental, government-wide reforms. The approach is partial because programme management itself is constrained by the conditions and rules that govern the larger system of which a public sector programme is a part. Nevertheless, improved management competence will enhance the administrative planning and execution of development programmes in key areas and the analysis of the programme management requirements will help to highlight the specific weaknesses in the larger system that hamper effective programme execution.

It has not been the intention to imply that all public administration education should be directed toward programme management. Certainly there continues to be a need to prepare functional specialists in personnel and financial administration, etc. Similarly, policy analysis and the other current concerns of public administration remain important. I suggest, however, that there has thus far been a lack of emphasis on strategic decision-making and on the management requirements of substantive programme areas in the study and teaching of public administration. Adding this dimension

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to the concerns of the field of public administration will be a significant addition to the capability of public administration as a professional field and, thereby, contribute to the effectiveness of government operations.

In the foregoing I have argued that the public administration professionals must sharpen their tools of analysis and demonstrate more clearly the contribution they can make to the design of action systems, to the allocation of resources within those systems, to the coordination of the activities and contributions of many different professionals engaged in action programmes, and to the linkage of programmes and organisations with the environment. Only by developing unique and distinct professional competence that are viewed by decision-makers and operating heads of organisations and programmes as contributing to the achievement of their objectives will the public administration specialist be able to play a viable and possibly vital role in the development process.